

**City of Greensboro Planning Department
Zoning Staff Report
January 10, 2004 Public Hearing**

The information provided in this staff report has been included for the purpose of reviewing proposed zoning changes. Since the zoning process does not require a site plan, there may be additional requirements placed on the property through the Technical Review Committee process to address subdivision and development regulations.

Item: F
Location: The southeast quadrant of Interstate 40/85 and Youngs Mill Road
Applicant: Charles E. Melvin, Jr.
Owner: Pierre A. Gorla et al.
From: County AG & RS-40
To: CD-RS-12

Conditions: 1) Uses: Limited to single family detached residences.

SITE INFORMATION	
Max. Developable Units & Density	122
Net Density of Developable Land	101
Existing Land Use	Undeveloped
Acreage	33.8
Physical Characteristics	<i>Topography:</i> Rolling <i>Vegetation:</i> Wooded <i>Other:</i> N/A
Overlay Districts	N/A
Historic District/Resources	N/A
Generalized Future Land Use	Low Residential
Other	N/A

SURROUNDING ZONING AND LAND USE		
Location	Land Use	Zoning
<i>North</i>	I-40/85	Co. RS-40
<i>South</i>	Candace Ridge Subdivision	Co. CU- RS-15
<i>East</i>	Undeveloped	Co. AG
<i>West</i>	Single Family	Co. RS-40

ZONING HISTORY		
Case #	Year	Request Summary
N/A		

DIFFERENCES BETWEEN AG & RS-40 (EXISTING) AND CD-RS-12(PROPOSED) ZONING DISTRICTS

AG: Primarily intended to accommodate uses of an agricultural nature including farm residences and farm tenant housing. It also accommodates scattered nonfarm residences on large tracts of land. It is not intended for major residential subdivisions.

RS-40: Primarily intended to accommodate single family detached dwellings on large lots and is intended solely for properties having one or more of the following characteristics: 1) Lies within the 60 DNL noise contour; 2) Lies in a public water supply watershed and where an outfall to provide public sewer service is not available; 3) Lies in a portion of a watershed critical area to which an outfall to provide sewer service has been made pursuant to an agreement, approved by the City and by another governmental jurisdiction, designed to limit development density to approximately that obtainable prior to sewer service.

CD-RS-12: Primarily intended to accommodate moderate density single family detached dwellings in developments where water and sewer service is required. The overall gross density will typically be 3.0 units per acre. See condition for use restriction.

TRANSPORTATION

Street Classification	Youngs Mill Road – Major thoroughfare, McConnell Road – Minor Thoroughfare.
Site Access	A maximum of one access point to Youngs Mill Road to align opposite of Perth Place will be approved by GDOT. An existing stub street to the south will provide additional access.
Traffic Counts	Youngs Mill Road ADT = 1,700, McConnell Road ADT = 3,900.
Trip Generation	24-Hour = 11,360, AM Peak Hour = 1,307, PM Peak Hour = 1,092.
Sidewalks	Requirement per Development Ordinance.
Transit	No.
Traffic Impact Study	Yes, required per TIS Ordinance. See Executive Summary under the additional information section of this report.
Street Connectivity	Yes- see GDOT comments.
Other	N/A.

ENVIRONMENTAL REVIEW

Water Supply Watershed	Yes, Lake Mackintosh
Floodplains	None
Streams	Perennial stream and pond on-site. Requires 30' buffer on each side for low-density development (0-24% BUA or less than 2 dwellings per acre for single family). Requires 100' buffer on each side for high-density development (24-70% BUA). Buffer is measured from top of bank and can have no BUA within the buffer. There is also 1 unclassified stream on-site that will require the same buffer if perennial.
Other	Max BUA allowed is 70%. A BMP is required to treat all BUA to meet watershed regulations.

LANDSCAPING REQUIREMENTS	
Location	Required Planting Yard Type and Rate
North	N/A
South	N/A
East	N/A
West	N/A

CONNECTIONS 2025 COMPREHENSIVE PLAN POLICIES

Connections 2025 Written Policies:

Growth at the Fringe Goal: Provide a development framework for the fringe that guides sound, sustainable patterns of land use, limits sprawl, protects rural character, evidences sound stewardship of the environment, and provides for efficient provision of public services and facilities as the City expands. Development will increase density and mix land uses at a pedestrian scale with sidewalks, bikeways, and where possible, public transit.

Parks, Open Space, and Natural Resources Goal: Protect and restore Greensboro's irreplaceable scenic and natural resources: its system of parks and greenways, urban and woodland tree canopy, stream corridors and wetlands, and air and water quality.

Housing and Neighborhoods Goal: Meet the needs of present and future Greensboro citizens for a choice of decent, affordable housing in stable, livable neighborhoods that offer security, quality of life, and the necessary array of services and facilities.

POLICY 4G.1: Promote compact development.

POLICY 5B.3: Strengthen stream corridor protection to protect water quality.

POLICY 9A.5: Continue to link City-initiated annexations and approvals of annexation petitions for water/sewer extension policies regarding designated growth areas.

Connections 2025 Map Policies:

The area requested for rezoning lies within the following map classifications:

Low Residential (3-5 d.u./acre): This category includes the City's predominantly single-family neighborhoods as well as other compatible housing types that can be accommodated within this density range. Although there are some existing residential areas in the City developed on lots greater than 1/3 acre, future residential developments and "conventional" subdivisions should generally maintain a gross density of no less than three dwellings per acre, except where environmental constraints (e.g., the Watershed Critical Area) prevent such densities from being achieved. Compact developments that include clustered, small lots with substantial retained open space are encouraged.

Tier One (Current Growth Area): Where infrastructure systems are in place, can be economically provided and/or will be proactively extended and where continued annexation and consolidation of the City's development pattern shall be encouraged over the next ten years.

CONFORMITY WITH OTHER PLANS

The following aspects of relevant plans may be applicable in this case:

City Plans: N/A

Other Plans: Guilford County's Northeast Area Plan shows this property to be a combination of Residential (Single Family) for the western/southern portion and Office/Warehouse/Light Industrial for the eastern portion.

STAFF COMMENTS

Planning: At its December 15, 2004 meeting, the Greensboro Planning Board voted 6 to 1 to recommend annexation of this property.

This property lies east of one previous satellite annexation and west of several others.

The property is in Tier One (Current Growth Area). The property is classified as Low Residential (3-5 dwelling units per acre) on the Generalized Future Land Use Map. CD-RS-12 is consistent with that land use classification. Furthermore, the property to the south is zoned Conditional Use – RS-15 for all uses permitted in RS-15 and this original zoning request is consistent with that County classification.

A 47.7 acre parcel south of Perth Place west of Youngs Mill Road and the subject property was originally zoned CD-RS-12 by City Council and was annexed on November 30, 2004.

There is a City water line in Young's Mill Road.

A sewer line would have to be extended by the developer to link this property to the City lift station about a mile to the south.

The provision of other City services should be comparable to their provision to the previous satellite annexation on Perth Place about 1,000 feet west of this property.

The Fire Department wishes to call to the Planning Board's and City Council's attention that once the now-largely-vacant properties in the series of satellite annexations in the Young's Mill Road-McConnell Road-Mt. Hope Church Road area have significant development, this will put substantial pressure on fire services, meaning the City will need to look very closely at providing for additional resources to serve this area.

This proposal is consistent with a number of Connections 2025 goals and policies as described above. It meets the Growth at the Fringe goal, as well as the Housing and Neighborhoods Goal. It promotes compact development and continues to link annexations to designated growth areas.

GDOT: For item F, street connectivity will be provided through the proposed area via an additional street connection to Young's Mill Road opposite Perth Place, and a connection to an existing stub street to the south of this property being constructed with the development of the adjacent property to the south. The applicant intends to add a condition at the Zoning

Commission public hearing which would provide that one or more streets will be connected with streets in the Candace Ridge development to the south.

Additional street connectivity to McConnell Road will be provided via Southall Drive with the development of items G and H.

Water Resources: Site may potentially have wetlands. If any disturbance to wetlands is proposed and/or any stream crossing is proposed permits will have to be obtained from the state and corps of engineers prior to construction.

STAFF RECOMMENDATION

Based on all the information contained in this report, the Planning Department recommends approval.

ADDITIONAL INFORMATION

EXECUTIVE SUMMARY

Project Background

The applicant proposes to develop approximately 145 acres between Youngs Mill Road and McConnell Road, just south of I-85/I-40. The rezoning request consists of 34 acres of residential development, 100 acres of light industrial development, and 10 acres of retail development. Full development is expected by 2009.

Access to the development is proposed via McConnell Road and Youngs Mill Road. The residential portion of the site would access Youngs Mill Road at Perth Place, while the light industrial portion would access McConnell Road south of the I-85/I-40 interchange. Two additional access drives on McConnell Road are proposed just south of the light industrial access road to serve the retail portions of the site.

The property is currently zoned AG and RS-40 within Guilford County. The applicant is proposing a rezoning to RS-15, CU-LI, and HB within the City of Greensboro to accommodate the proposed development. Two perennial streams cross through the middle of the site, and a pond identified as wetlands is located on the western portion of the site within the proposed residential area.

The adopted Greensboro Urban Area Thoroughfare Plan includes an extension of Youngs Mill Road northward from McConnell Road to Burlington Road (Hwy 70). Youngs Mill Road is classified as major thoroughfare, while McConnell Road is classified as a minor thoroughfare on the adopted plan.

Approved Off-Site

Two approved off-site projects were identified for consideration in this evaluation. These approved projects are the Shugart-McConnell Road development and the Centex Homes development. The Shugart-McConnell Road development is located just north of McConnell Road near the intersection of McConnell Road and Youngs Mill Road. The Centex Homes development is located just west of Youngs Mill Road at Perth Place directly opposite the residential portion of the proposed Gorla rezoning site.

Trip Generation

The rezoning request will likely result in approximately 90 single family homes, 100 acres of light industrial, and 10 acres of retail convenience-oriented development. Specific tenants have not been identified for the HB area of the rezoning request; therefore, a typical combination of HB-related land uses has been assumed for the purpose of projecting the trip generation potential. This combination of land uses includes a bank, convenience market, quick lube, and two fast food restaurants. The overall rezoning request is expected to generate 11,358 new daily trips. Table ES-1 below summarizes the trip generation calculations for the rezoning request.

TABLE ES-1: TRIP GENERATION for PROPOSED DEVELOPMENT

Land Use	Intensity		Daily	AM Peak Hour			PM Peak Hour		
				Tot	In	Out	Tot	In	Out
General Light Industrial	100.3	AC	4,498	753	625	128	486	107	379
Single-Family Detached	90	DU	944	72	18	54	97	61	36
Drive-in Bank	4,000	SF	986	49	27	22	183	92	91
Fast-Food Restaurant w/ Drive-Through Window	6,500	SF	3,225	345	176	169	225	117	108
Quick Lubrication Vehicle Shop	4	SP	160	12	8	4	23	13	10
Gasoline/Service Station with Convenience Market	10	FP	1,628	101	51	50	134	67	67
Internal Capture (Retail Only)			27	0	0	0	27	14	13
Pass-by Traffic (Retail Only)			56	26	13	13	30	15	15
Net New External Vehicle Trips			11,358	1,306	892	414	1,091	428	663

Intersection Analysis

This study provides analysis and comparison of peak-hour traffic operations for existing conditions, the design year without development (“no build”), and the design year with development (“build”). Level-of-service (LOS) analyses were conducted to determine operational characteristics for each scenario. Table ES-2 provides a summary of these analyses for intersections within the defined area of influence.

TABLE ES-2: LEVEL-OF-SERVICE SUMMARY TABLE

LOS (Delay in seconds)

Intersection	Existing Conditions		2010 No Build		2010 Build	
	AM	PM	AM	PM	AM	PM
I-40/I-85 EB Ramp & McConnell Road (unsignalized*)	A (9.5)	B (10.4)	B (11.2)	B (12.9)	D (29.1)	F (319.7) EB
I-40/I-85 WB Ramp & McConnell Road (signalized)	A (8.0)	A (9.9)	A (8.3)	B (10.3)	A (9.7)	B (11.1)
Perth Place & Youngs Mill Road (unsignalized*)	A (8.9)	A (9.2)	B (10.1)	B (10.5)	B (11.5)	B (12.8)
McConnell Road & Youngs Mill Road (unsignalized*)	B (10.8)	B (11.4)	C (20.6) NB	F (262.2) SB F (115.4) NB	F (65.2) NB	F (Err**) SB F (2515) NB
McConnell Road & Proposed Site Access Road (unsignalized*)	N/A	N/A	N/A	N/A	F (67.2)	F (251.2)
McConnell Road & Proposed Site Driveway #1 (unsignalized*)	N/A	N/A	N/A	N/A	C (17.0)	C (20.9)
McConnell Road & Proposed Site Driveway #2 (unsignalized*)	N/A	N/A	N/A	N/A	C (16.1)	B (14.3)

* Delay and LOS values for unsignalized intersections represent conditions for the critical minor street approach.

** Err: Volume exceeds capacity.

At the unsignalized intersection of I-40/I-85 EB Ramp and McConnell Road, the eastbound left-through movement (off-ramp) is expected to operate with long delays during the PM peak hour under 2010 Build conditions. It is typical for side streets at unsignalized intersections to operate with long delays during peak periods due to side street left-turning traffic. Improving the intersection with signalization would result in LOS B and LOS A overall operations during the AM and PM peaks, respectively, under 2010 Build conditions, as shown in Table ES-3 below.

At the unsignalized McConnell Road/Youngs Mill Road intersection, the northbound approach delay worsens to LOS F, and the planned southbound leg of the intersection (Youngs Mill Road extension associated with the Shugart-McConnell Road development) is expected to operate with long delays under background traffic conditions during the PM peak. The addition of site traffic to the network contributes to further delay for the stop-controlled movements. Improving the intersection with signalization would result in LOS A overall operations during both the AM and PM peaks under 2010 No Build and Build conditions, as shown in Table ES-3 below.

At the proposed site access road intersection with McConnell Road, long delays are expected for the stop-controlled eastbound movement during both peaks. This is primarily due to the projected number of left-turning movements out of the site, and is a typical peak-hour condition for minor street approaches of unsignalized intersections. During the PM peak-hour, the number of left turns out of the site is projected to be 350 vehicles, which rivals that of the through approaches on McConnell Road.

TABLE ES-3: LEVEL-OF-SERVICE SUMMARY TABLE with IMPROVEMENTS
LOS (Delay in seconds)

Intersection	2010 No Build with Improvements		2010 Build with Improvements	
	AM	PM	AM	PM
I-40/I-85 EB Ramp & McConnell Road	B (11.2)*	B (12.9)*	B (14.2)	A (8.6)
McConnell Road & Youngs Mill Road	A (7.4)	A (7.8)	A (8.5)	A (8.5)

*no improvements considered for no build

Recommendations

Based on the results of the 2010 analyses, three unsignalized intersections in the study area have been identified with long side street delays in one or more periods.

A traffic signal may be needed in the future at the intersection of I-40/I-85 EB Ramp and McConnell Road as McConnell Road traffic and left-turning traffic from the ramp continue to grow. The WB Ramp is currently signalized, and signalization of the EB Ramp may be expected in the future. Considering the addition of projected site traffic to the unsignalized intersection, the PM peak is critical with long delays expected for left-turning traffic movements from the ramp. However, the AM peak eastbound left-turning movement is expected to operate with moderate delay under build conditions.

It appears that signalization at the McConnell Road/Youngs Mill Road intersection may be needed in conjunction with general background traffic growth and the Shugart-McConnell Road development, which involves the extension of Youngs Mill Road northward creating a fourth (southbound Youngs Mill Road) leg at the intersection.

Signalization should be considered for the proposed access road intersection with McConnell Road, but this decision should be based on actual traffic volumes exiting from the development. Based on the Greensboro Department of Transportation Driveway Manual it is recommended however that at this intersection, exclusive left and right turns lanes into the proposed access road should be added. The storage length for the exclusive left turn lane should be 100 feet and the storage length for the exclusive right turn lane should be 500 feet.

It is recommended that a traffic signal warrant study be conducted when a specific site plan is submitted for the proposed development site to determine the traffic control needs at each of these locations. In addition, it is recommended that the City of Greensboro Department of Transportation (GDOT) monitor these intersections as traffic volumes increase. Additional treatments (i.e. turn lanes) should be considered at the site access points once a specific site plan is submitted.